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RECREATION

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CALIFORNIA COASTAL ZONE CONSERVATION

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SOUTH COAST REGIONAL COMMISSION

CALIFORNIA COASTAL ZONE CONSERVATION COMMISSION

THE RECREATION ELEMENT SUMMARY
FOR THE
SOUTH COAST REGION

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August 21, 1974

Cover: Jack McDowell

SV 190.4.R42 .1974

SEP 24 1974

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PREFACE

On Friday, September 13, at 9:30 a.m. a public hearing on the Recreation Element will be held at the Torrance Civic Center, 3031 Torrance Boulevard, in Torrance. The findings and policies in this document are based upon information contained in the technical Recreation Element available for review at the South Coast Regional Commission office, 666 E. Ocean Boulevard, Long Beach and also at libraries throughout the Region.

FINDINGS AND POLICIES

Findings

1. Valuable Recreational Resource. The California coast provides an almost endless variety of recreational opportunities for people to play, to be refreshed, and to be inspired: wide sandy beaches for cooling off from the heat of the city; rocky headlands for exploring; high bluffs for watching the ever-changing ocean; waters for swimming, boating, surfing, and fishing; and tide pools and coastal wetlands for nature study. In short, the coast is a major determinant of the quality of life in California.
2. Existing and Future Recreational Use of the Coast. The coast is heavily used for recreation because it provides many recreational opportunities not found inland and because 85 percent of California's population lives within 30 miles of the ocean. Many public and commercial recreational facilities exist along the coastline, but a shortage of facilities persists for almost every popular recreational activity. The exact demand for specific types of recreational facilities is difficult to project, but there will probably be a continued high demand for traditionally popular activities such as fishing, sightseeing, beach use, boating, camping, hiking, and general day use.

3. Recreation Planning in the Santa Monica Mountains. The Santa Monica Mountains represent the largest open space, scenic, and recreational resource in the South Coast Region. At the present time, a Joint Technical Committee for the Santa Monica Mountain Parklands under the leadership of the California Department of Parks and Recreation is preparing a parks and recreation plan for the mountains to be completed sometime in 1975. The South Coast Region Commission is participating in the planning as a member of the Joint Technical Committee. Of major concern is the determination of appropriate linkages to coastal areas, and the type and intensity of use various sections of the mountains can sustain.
4. Loss of Coastal Recreational Potential. Potential recreational areas for active use by the general public, and scenic open spaces (such as agricultural and forestry lands) which enhance the recreational quality of the coastline have been lost because:
 - a. Along the immediate shoreline, homes, businesses, and industries have often cut off existing public access to the coastline, have used up available road capacity and off-street parking, and have precluded use of the coastline area for recreation.
 - b. Along the immediate shoreline, roads and parking lots that could have been located in upland areas back from the shoreline have used up potential recreational areas.

- c. In open lands along the coast but back from the immediate shoreline, continuing residential development is destroying the scenic value of the open space, adding to the crowding of existing coastal recreational facilities by increasing the population along the coast, and is precluding use of these upland areas for recreation (picnic grounds, campgrounds), transportation (parking lots, roads, bus stations), and multi-use commercial services (restaurants, hotels, amusements) that could be linked to immediate shoreline by trails, shuttle buses, or trams.
- d. Some coastal recreational areas have not been devoted to general public use but instead have been used for relatively expensive, special pursuits such as yachting, recreational vehicle camping, and second home vacationing. Unless boats, recreational vehicles, and vacation homes are made available to the general public through rental programs, many people will be precluded from enjoying such areas.

- 5. Conflicts Between Recreational Activities. Recreational activities sometimes come into conflict with each other, and if the activities are not compatible, this can result in an intensive activity (e.g., dunebuggying) taking over the use of the area from more passive activities (e.g., sunbathing, beachcombing), or it can

result in the alteration of the coastal environment for one activity (e.g., filling shallow waters for a park) at the expense of another activity (e.g., preserving the water area for boating).

6. Public Access to the Coastline. The right of public access to the coastal tidelands is guaranteed by the California Constitution and has been expanded in scope by various statutes and court decisions. In addition to the publicly-owned coastal recreational facilities, much of the coastline has historically been used by the public for recreation. In recognition of similar public use, Texas and Oregon have enacted laws to guarantee public access to larger parts of their coastlines; similar legislation is being considered by the U.S. Congress. Despite legal guarantees and historical public use of the California coastline, much access to the shoreline has been lost by the erection of fences, buildings, and other structures.
7. Physical Access to the Beach in the South Coast Region. No physical access to the beach exists along some 23 miles of the South Coast Region because private landowners have erected barriers or otherwise prohibited entrance. Access is especially limited along the 27 mile Malibu coast, where approximately thirteen miles of shoreline are cut off from public access.

8. Means of Providing Public Access to the Coastline.

Public use of the coastline for recreation and public access to the coastline across private property can be provided by the following:

- a. Enacting State legislation modeled on the proposed National Open Beaches Act which would establish the public's right to use coastal dry sand beaches and immediately adjacent shoreline where no beach exists.
- b. Utilizing existing powers which authorize regulatory agencies to require either: (1) public access as a condition in the approval of subdivisions or developments; or (2) where public access is not feasible or desirable, the payment of "in lieu" fees for the acquisition of access elsewhere. Experience indicates that such access can be required without undue hardship to private property owners.
- c. Establishing a division within a State agency with the explicit responsibility for enforcing the public's right to have access to and use of the coastline by bringing suit on behalf of the public.
- d. Employing the power of eminent domain which can be used to acquire access to the coastline in areas where it cannot be secured through the regulatory process.

9. Economic Importance of Recreation. Although there are no recent data available that quantify the economic benefits of recreation and tourism along the coastline, by very conservative estimates they contribute at least \$600 million annually to the California economy and generate about 280,000 jobs.
10. Spending For Recreation in the South Coast Region. Coastal recreation-related expenditures by persons visiting South Coast Region beaches can have significant economic impact for the originating, in-route, coastal destination cities and unincorporated areas. Approximately \$120.8 million was spent by area residents for one-day trips to the beaches of Orange County. An additional \$21.1 million is estimated to have been spent by visitors staying overnight or longer. Thus total expenditure amounts to \$141.9 million with approximately 84.5 percent of all expenditures being made for one-day (day use) trips. In Los Angeles County the total expenditure figures are almost certainly higher.
11. Inequity in the Maintenance of Beaches. When local communities are responsible for maintaining beaches used by the general public, the cost of the maintenance is sometimes inequitably borne by the local taxpayers (when public costs exceed the "return" to the local

economy) while there is an inequitable economic benefit to people from other areas who do not share the maintenance costs and to the local recreation-related businesses which profit from the spending of visitors to the coastline. Orange County coastal cities estimate their annual net costs to be \$4.5 million.

12. Funding for Coastal Recreational Facilities. The California Department of Parks and Recreation has estimated that it would cost over \$1 billion to acquire, protect, and develop coastal public recreational facilities needed by 1980. The public funds available for recreational projects that have traditionally been insufficient to meet past needs have been further reduced by the enactment of the Federal Revenue Sharing Act of 1972. The following are potential sources of increased funding for coastal recreational facilities:
 - a. The Federal Land and Water Conservation Fund, which derives much of its revenue from the coastal zone in the form of royalties paid to the government for the extraction of minerals from offshore lands.
 - b. Local governments, which could use more of their funds available through the Federal Revenue Sharing Act for coastal recreational projects.
 - c. The 1973 Federal Highways Act, which provides up to \$2 million per year for three years for bicycle facilities.

- d. New State programs, which might include: (1) a bond act to purchase large portions of the coastal zone with a leaseback of those areas not needed for recreation to help pay off the bond; (2) tapping the revenues generated by the resumption of oil drilling in State-owned tidelands (if such drilling is allowed); or (3) a special real estate transfer tax on the sale of coastal properties.

13. Recreational Carrying Capacity. Recreational carrying capacity, defined as "the character of use that can be supported over a specified time by an area developed at a certain level without causing excessive damage to either the physical environment or experience of the visitor", depends on the interrelationship of three factors:

- a. The environmental or physical capacity, which is the amount and character of use beyond which the natural resource will be unacceptably altered.
- b. The social, psychological, or visitor capacity, which is a subjective level beyond which individuals feel the recreational experience is not fully satisfactory because of overcrowding, noise, loss of privacy, etc.
- c. The facility capacity, which is the maximum level of use the manmade facilities (parking lots, roads, trails, campsites) can accommodate; this capacity

is not affected by natural constraints and is determined entirely by management decisions.

14. Carrying Capacity of Coastal Resources. Although each coastal recreational area must be analyzed separately to determine its carrying capacity, the capacities of tide pools and coastal wetlands are most often determined by their fragile ecological conditions while the recreational capacities of sandy beaches, bluffs, headlands, bays, and near-shore waters are more often determined by access and the quality of the recreational experience than by the environmental qualities of the sites. To control overall recreational use so that it is held below the carrying capacity, both broad and specific facility capacity constraints can be used:
 - a. In urban areas with their multiple points of road and transit access to the coast, it is likely that coastal recreational facilities will be intensively used by large numbers of people so that fragile resources can be adequately protected only by on-site measures such as supervision with policing powers and use restrictions.
 - b. In more rural areas between urban complexes where access to the coast is limited to that provided by Route 1, less intensive recreational use is presently possible. Ultimately, the

extent of recreational use will be limited to the capacity of the road system, especially as the road is also taxed by additional commercial, industrial, and residential development along it.

15. Boating Facilities. The demand for boating facilities is so great that the berths planned for construction over the next ten years will barely cover the existing demand; however, boating facilities can cause serious environmental damage from the extensive alteration of the marine environment--especially of coastal wetlands--by dredging and filling. It appears possible to accommodate increased boating activity without serious environmental damage by encouraging more thorough use of existing boats and boating facilities, by developing more dry storage and launching facilities, and by building new marinas in less environmentally sensitive areas.
16. Boating Facilities in the South Coast Region. The South Coast Region has more boating facilities than any other Region. Coastal berthing and docking total close to 20,000 spaces. Additionally, over 100 launch lanes are available for trailerable boats. Unfortunately, the population which these facilities must serve is far greater than any other region. New marinas have been proposed by various governmental agencies and

boating organizations at the Santa Ana River mouth, Bolsa Chica Bay, Long Beach Harbor, Cabrillo Beach and Fort MacArthur (Los Angeles Harbor). Additionally, a Harbor of Refuge has been proposed for western Malibu. Major expansion of capacity has been proposed for Dana Point Harbor and Los Angeles Harbor with minor expansions proposed for Alamitos Bay and Marina del Rey. Increased mooring capacity is proposed for Santa Catalina Island.

17. Need for a Coastal Trails System. A system of coastal trails and hostels for hikers, bicyclists, and equestrians would make more of the coast accessible to more people, would link population centers with recreation facilities, and would be a recreational resource that would allow people to enjoy the scenic qualities of the coastline. Coastal trails being planned and developed by public agencies could be coordinated and linked into a State coastal trails system as part of the California trails system plan to be developed and managed by the State Department of Parks and Recreation.
18. Trails in the South Coast Region. Local governments in the South Coast Region have taken steps to establish hiking, equestrian and bicycling trails in areas under their jurisdiction. Some of the trails extending perpendicular to the coast such as the Los Angeles and San

Gabriel River trails have potential for extension to the shoreline. Other trails such as the bicycle trail on the beach in Los Angeles County could be repeated elsewhere. Less developed areas of the region (Santa Monica Mountains and Laguna Greenbelt) could support an inter-connecting trails system with overnight camping facilities. Since port activities at Los Angeles and Long Beach are unique along the coast, a bicycle trail within the Harbors could provide recreational access to a unique resource. With the exception of the beach trail from Venice to Redondo Beach, no officially designated trail route paralleling the coast exists in the South Coast Region.

19. Need for Education and Research Preserves. Many unique, delicate, and outstanding examples of the natural coastal environment and its historic, archaeological, and paleontological features, needed for public education and scientific research, are threatened by development and by heavy recreational use of the coastline.
20. Areas with Research and Educational Value in the South Coast Region. Areas in the South Coast Region identified by the COAP, "Education and Research" Appendix IX as having research and education value, include Leo Carrillo State Beach, Point Dume to Paradise Cove, Malibu Lagoon, Palos Verdes Peninsula from 0.7 miles north of Point

Vicente to Resort Point, Anaheim Bay, Upper Newport Bay, Newport Marine Life Refuge, and Dana Point.

21. Paleontological and Archaeological Resources in the South Coast Region. Paleontological and archaeological resources in the South Coast Region are being rapidly diminished by continued coastal development. Methods and techniques exist to mitigate the loss of these resources. These techniques and methods include the taking of a statewide systematic survey of archaeological resources; involvement of archaeologists and paleontologists in the project planning process, as necessary; treatment of archaeological and paleontological resources in environmental impact reports; and sufficient time to protect or salvage fossils or archaeological remains where construction is planned.

Policies

1. Maximize Recreational Use of the Coastline. Because the coast provides diversified, valuable, and often irreplaceable recreational resources, and because present recreational facilities are not sufficient to meet existing or projected future recreation demands, the maximum potential active and passive recreational use of the coastline should be ensured. To this end:
 - a. The potential of each shoreline property for recreational use shall be evaluated before development other than priority coastal-dependent uses is allowed. Especially critical are those areas recommended for public acquisition in the California Coastline Preservation and Recreation Plan, in the 1974 State Park Bond Act program, and in city and county plans; these and any additional areas found to be of high recreational value should be acquired.
 - b. To provide scenic resources for passive recreation, coastal open spaces in agricultural and forestry uses (see Coastal Land Element) shall be protected and required to remain in productive use unless there is an overriding need to convert these lands to other uses as determined by the Commission in subsequent Plan Elements.
 - c. To provide a wide range of recreational alternatives and to maximize the recreational potential of the coastline, the use of private lands for

commercial recreational development (e.g., resorts, hotels, campgrounds) shall have priority over private residential, general industrial, or general commercial development.

- d. To allow the widest spectrum of all economic groups to enjoy the coast, the short-term rental of recreational vehicles, boats, vacation homes, and other such expensive items shall be encouraged so that the use of coastal facilities to accommodate them is not limited to the affluent few who own these items.

2. Provide Recreational Access and Amenities in Coastal Developments. To ensure that the public recreational use of the coastline is maximized and that public access to the coastline is guaranteed when the coast is developed for non-recreational uses:

- a. Development shall not be permitted to interfere with the traditional public use of the tidelands, dry sand beaches, and immediate shoreline where no beach exists. The immediate shoreline shall include a strip of land along the edge of a coastal bluff or headland that has been used by the general public for recreation and travel along the coast; the width of the strip shall be determined by historical use patterns, trail locations, and topographical conditions but shall not exceed 100 feet from the bluff edge.

- b. Pedestrian walkways, bicycle paths, equestrian trails, open space, and parking areas shall be provided for public use in new residential and commercial developments large enough to accommodate them.
- c. Residential developments shall provide adequate internal recreational facilities so that the increased recreation demand by the new residents is less of a burden on nearby public recreational areas.
- d. Development shall not be permitted to overburden on-street parking or road capacities needed to accommodate public access to the coastline.
- e. Either (1) public access from the nearest public thoroughfare to the coastline should be provided in new developments (by dedication of an easement or fee title to an access way to a public agency, or by the recording of a deed restriction guaranteeing access across the property), or (2) where the Commission determines that public access is inappropriate (e.g., where adequate access exists nearby; where the topography makes access dangerous; where the proposed development is too small to include an access way; or where the coastal resources are too fragile to accommodate general public use), the developer shall pay "in-lieu" fees, established as the cost of obtaining reasonable access at fair market value across the property, to a fund for the acquisition of public access elsewhere.

3. Minimize Conflicts Between Recreational Activities.

To ensure that adequate facilities are provided for a wide range of recreational activities and to minimize the conflicts between incompatible activities:

- a. In allocating public funds, priority shall be given to providing a wide variety and numerous facilities to accommodate heavy recreational use and intensive activities along the coastline in the San Diego, Los Angeles, and San Francisco metropolitan areas. Priority shall also be given to protecting remaining areas of high environmental quality in these metropolitan areas. The rural portions of the central and northern California coastline should be protected for low-density recreation use by using the present capacity of Route 1 to limit the total number of people who use the coastline; the capacity of the roadway should not be increased. The few remaining large open spaces in southern California (e.g., Camp Pendleton, Santa Monica Mountains, Channel Islands) should be preserved for wilderness and low-density recreational use.
- b. Coastal areas particularly suited for specific coastal-dependent recreational activities not requiring shoreline alteration (e.g., surfing, beachcombing, SCUBA diving) shall be reserved for these uses, and other activities shall be permitted only if they would not conflict with the

enjoyment of the primary activity. Water-dependent recreational activities (e.g., swimming, boating) shall be given priority for use of the immediate shoreline over recreational activities which do not require water access (e.g., ball playing, golf).

- c. Wherever possible, recreational activities and support facilities that do not have to be located on the immediate coastline shall be located in areas inland from the shoreline and connected to the coastline with trails, shuttle buses, or trams.

- 4. Provide Alternative Transportation to the Coast in Urban Areas. Because the recreational potential of many portions of the immediate coastline is lost to parking lots and roads that also degrade the visual amenities of coastal recreation areas, dependence on the automobile to the coastline in urban areas should be minimized by:

- a. During peak use periods providing public transportation to coastal beaches from existing centralized parking lots at schools, shopping centers, drive-in theaters or offices in urban areas.
- b. Providing upland parking facilities, linked to coastal recreational facilities by trails, shuttle buses, or trams.
- c. Clustering commercial recreation and support facilities into multi-use complexes that can be served by public transit facilities.

5. Maximize Scenic Road Use of Route 1. To ensure that the recreational use of coastal Highway #1 is maximized and that its value as a scenic road along the rural coastline is protected:
 - a. Route 1 in rural areas of the central and northern California coastline should be kept a scenic two-lane highway. A substantial portion of the road's capacity should be allocated to recreational use and second home development should not be permitted to significantly draw on this capacity or to cause coastal scenic resources to deteriorate.
 - b. Improvements to rural portions of Route 1 should be limited to those needed for safety and to developing vista areas, parking, restrooms, picnic areas, and other amenities that would add to the road's value as a scenic roadway and coastal recreation access corridor.
 - c. Highways inland from the coast and alternative modes of transportation to and along the coast should be provided so that Route 1 can be reserved primarily for recreational use.
6. Enact New Coastal Access Legislation. To effectively guarantee the rights of public use of the coastline as mandated by the State Constitution and the courts of California, the State Legislature should enact laws to:
 - a. Declare the dry sand beach area and immediate shoreline where no beach exists to be a public commons

in recognition of the historical public use of this area. Showing that an area is a beach should in itself be evidence that the landowner does not have the right to prevent public use of the beach. The immediate shoreline shall be defined as a strip of land along the edge of the coastal bluff or headland that has been used by the general public for recreation and travel along the coast; the width of the strip shall be determined by historical use patterns, trail locations, and topographical conditions, but shall not exceed 100 feet from the bluff edge.

- b. Authorize an existing State agency with expertise in public land ownership and administration (e.g., Department of General Service, State Lands Division, or Department of Parks and Recreation) to: (1) receive, maintain, and hold liability for public access areas dedicated as a condition in the approval of coastal developments; (2) accept in-lieu fees collected; and (3) exercise the power of eminent domain and expend the in-lieu fees to acquire public access in areas where access cannot be secured through the regulatory process.
- c. Instruct a State agency to establish a division with the explicit responsibility for enforcing the public's right to have access to and use of the coastline by bringing suit on behalf of the public.

7. Protecting Newly Accessible Beaches Near Urban Areas.

Where accessways are opened near urban population centers and provide entry to areas of exceptional marine environment quality, access should be controlled so that no loss occurs in marine quality. Areas of special concern in the South Coast Region include the proposed Marine Parks and Reserves; the Los Angeles-Ventura County line to Malibu Point, Resort Point to Abalone Cove, and along the Irvine Coast from Los Trancos Canyon to Moro Canyon; COAP areas suggested for higher education use; and existing marine life refuges and reserves. Control mechanisms include better patrol and enforcement of existing regulations, limited entry, education and interpretive programs.

8. Increase Funds for Coastal Recreational Facilities.

To provide some of the needed funds for public recreational facilities along the coastline:

- a. Local coastal municipalities should use a portion of the revenues available to them through the Federal Revenue Sharing program for coastal recreation and preserves facilities.
- b. The Federal government should increase the maximum limit of the Federal Land and Water Conservation Fund by using the increased royalty income from the expanded extraction of offshore minerals to further support the fund and should earmark the increased funds for spending on coastal projects.

[Refer also to the Powers, Funding, and Government Plan Element].

- c. Special funding programs should be provided, such as bond acts with purchase and leaseback provisions, State revenues from any renewal of oil drilling in State tidelands, or special taxes on the sale of coastal properties. [Refer also to the Powers, Funding, and Government Organization plan element].

9. Establish Equity in the Cost of Maintaining Beaches.

Because local taxpayers are inadvertently penalized when a local municipality is responsible for maintaining beaches used heavily by inland residents, higher levels of government (county, State, or Federal) should assume more responsibility for paying some of these costs.

10. Protect Coastal Resources from Overuse. To provide maximum benefits from both private and public recreational facilities, and to avoid the adverse impacts of exceeding the carrying capacity of recreational facilities:

- a. Tide pools and coastal wetlands shall be used only for recreational activities that are directly dependent on tide pools and wetlands and only to the extent that no significant disruption of habitats or environmental damage will occur.
- b. Non-renewable historic resources (e.g., Indian occupation sites, archaeological and paleontological sites, and historic sites) shall be protected

from destruction resulting from recreational use and related construction or site modification.

- c. Where information is available to determine the environmental carrying capacity of coastal recreation resources, the designed capacity of roads, parking areas, and other support facilities shall always be kept below the environmental capacity of the natural resource.
- d. To establish the optimum carrying capacity of coastal recreational resources, research shall be undertaken on the general theory of carrying capacity and resource information should be collected through extensive inventorying.

11. Minimize Environmental Damage of Boating Facilities.

To minimize the environmental damage caused by the alteration of the marine environment for boating facilities, the dredging or filling of coastal wetlands to accommodate new boating facilities should be prohibited. Instead, increased use of coastal waters for boating activities should be provided by:

- a. Developing dry storage areas with nearby public launching facilities to the greatest degree possible in all new and existing harbors.
- b. Providing additional berthing space in existing harbors, and limiting nearby non-water-dependent land uses that congest access corridors and overtax boating facilities.

- c. Encouraging the maximum use of boats through multiple boat ownerships or rental and lease programs.

12. Boating Facilities in the South Coast Region. While the South Coast Regional Commission has insufficient information at this time to categorically approve or deny marine facility construction or expansion, some projects have less predictable adverse impact than others. Marina proposals which appear to have the least potential for adverse impact are the Dana Point Marina expansion (900 berths in the west basin), and the Long Beach Harbor Marina (3000 to 6000 berths). Consideration of the Cabrillo Marina should be postponed until a community plan is prepared for the San Pedro area. If the new plan calls for the retention of existing low-density and neighborhood character in the Cabrillo Beach area, then the Marina must be reconsidered in the context of its effect on those community goals. Minor marine expansions such as proposed for Alamitos Bay and Marina del Rey shall be approved provided some maximum capacity figure is established and accepted by the Coastal Commission. Because Paradise Cove is the only boating facility offering protection from storms from Marina del Rey to Port Hueneme in Ventura County, its mooring capacity should be increased by 50 to 100 spaces. There should also be some mooring capacity increase at Santa Catalina Island. Marina proposals at the Santa Ana River mouth and Bolsa Chica require large reductions in scale before they would be compatible with wetland preservation and restoration goals.

13. Develop a State Coastal Trails System. To increase the accessibility of the coast's scenic and recreational resources and to expand opportunities for hikers, bicyclists, and equestrians, a State coastal trails system shall be established consistent with the general planning concepts and design standards developed for the State coastal trails system by the California Department of Parks and Recreation. To that end:
- a. Public agencies should develop coastal trail segments through areas along the coast within their ownership or jurisdiction.
 - b. The individual trail segments shall be connected by the State Department of Parks and Recreation over routes established in cooperation with the Coastal Commissions, the California Department of Transportation, other public agencies, and the general public; the routes should utilize features such as ridgetops, wide beaches, abandoned railway beds, and unused roadways.
 - c. The dedication of the trail rights-of-way shall be required as a permit condition where the trail routes cross properties proposed for development.
 - d. The State Department of Parks and Recreation shall be provided with adequate funding to implement the State coastal trails system and should be empowered to use eminent domain to acquire the trail rights-of-way where all other means of securing access fail.

14. Trails in the South Coast Region. Existing trails leading to but not reaching the shoreline shall be so extended. New trails shall be established especially in the Santa Monica Mountains to connect existing parks, open up inaccessible areas to hikers and equestrians, and to provide alternative routes to the sea. A trail route shall also be established through the Harbor. Finally, a trail shall be established closely paralleling the entire length of the coast in the region. All existing and potential trails mentioned above shall be considered for incorporation in a statewide Coastal Trail System.
15. Establish Education and Research Preserves. To protect unique, delicate, and outstanding examples of the natural coastal environment and historical features for the purposes of education, research, and recreation:
- a. A publicly-owned system of natural and historic preserves shall be established along the coastline essentially as recommended by the Comprehensive Ocean Area Plan (Appendix IX, "Education and Research"), and as augmented in other plan elements.
 - b. A Coastal Education and Research Preserves Board with a membership that includes educators, biologists, ecologists, geologists, geographers,

archaeologists, paleontologists, historians, recreational planners, and coastal planners shall be formed by the Coastal Commission to review the recommendations of the COAP report, recommend additions or deletions to the system, explore means for financing necessary acquisitions, and oversee the management of the system.

- c. Until the sites can be acquired, they shall be protected from development and abuse through public regulatory powers. Property taxes should reflect this limitation on use.
- d. In the management of the preserve system, every effort should be made to provide public access for educational and recreational purposes; however, such access shall be restricted and controlled as necessary to protect the natural or historic resources for scientific research and study.

16. Protecting Paleontological and Archeological Resources.

A systematic statewide survey of coastal zone archeological resources shall be taken to assist in determining where existing and potential sites might be located. This information together with mapped information on paleontological resources shall be used to guide planning departments and developers on the possible existence of these sites at a project location. If these resources are believed to exist, qualified

professional archeologists and/or paleontologists shall then be contacted early in the planning process so that appropriate action may be taken to protect or salvage important resources. Costs of mitigating impact shall rest with the developer.

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GAYLORD No. 2333

PRINTED IN U.S.A.



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